DOCUMENT RESUME

ED 402 458 CE 073 108

TITLE	Biennial Carl D. Perkins/Job Training Partnership Act Evaluation Report. July 01, 1992-June 30, 1994.
INSTITUTION	Idaho State Council on Vocational Education, Boise.
PUB DATE	30 Jun 94
NOTE	43p.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	*Compliance (Legal); *Federal Legislation; Outcomes of Education; Postsecondary Education; Program Effectiveness; Program Implementation; Secondary Education; *State Programs; *Vocational Education
IDENTIFIERS	*Carl Perkins Voc and Appl Techn Educ Act 1990; Idaho; *Job Training Partnership Act 1982

ABSTRACT

An evaluation was made of programs conducted under the Carl D. Perkins Vocational and Applied Technology Act and the Job Training Partnership Act (JTPA) in Idaho during fiscal years 1993 and 1994. Data gained from the administering agencies and providers by way of reports, interviews, group conferences, and records were used as evidence of the adequacy and effectiveness of these acts in achieving their purposes. The evaluation determined the following: number and type of students or clients served; quantitative measurements of program operation; organizational structures and procedures designed to fulfill program goals; and statements about program operation expressed by providers of services, students and clients, persons in the community, and administering agencies. Some of the conclusions drawn from evaluation of the implementation of the Perkins Act included the following: participation of secondary schools and technical colleges was widespread; the tech prep initiative made positive contributions to the vocational community; service to special populations produced positive outcomes; and, although the implementation of the act was generally positive, it was not accepted by some in the vocational community. Some of the conclusions drawn from the evaluation of the implementation of the JTPA were as follows: vocational-technical education and JTPA programs have made attempts to coordinate their efforts, especially in planning, and JTPA and technical college cooperation has been very successful. Recommendations were made for improvement in the programs supported by both acts. (KC)

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ED 402 458

Biennial Carl D. Perkins J.T.P.A Evaluation Report

July 1, 1992—June 30, 1994

IDAHO STATE COUNCIL ON VOCATIONAL EDUCATION

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Idaho State Council on Vocational Education

BIENNIAL CARL D. PERKINS /

JOB TRAINING PARTNERSHIP ACT

EVALUATION REPORT

July 01, 1992 - - - June 30, 1994

Chairman
Alex D. Creek

Executive Director
Don Brennan

Evaluation Consultant
Thomas J. Lee

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INTRODUCTION

The Carl D. Perkins Vocational and Applied Technology Act of 1990 makes State Councils on Vocational Education responsible to:

A. Evaluate at least once every two years the vocational education program delivery systems assisted under this Act and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of the acts.

B. Make recommendations to the State Board for Vocational Education on the adequacy and effectiveness of the coordination that takes place between vocational education and the Job Training Partnership Act, and

C. Advise the Governor, the State Board for Vocational Education, the Idaho Job Training Council, the Secretary of Education, and the Secretary of Labor of these findings and recommendations.

OBJECTIVE OF THE EVALUATION

By addressing those issues and concerns which are specifically related to the purpose of the legislation and commonly held by all states, this evaluation will not only fulfill the requirement to make recommendations and give advice to various state and federal officials, boards, and councils, but also make Idaho program results an important factor in informing Congress and other federal bodies how well vocational education and JTPA are impacting the preparation and upgrading of the work force. The issues and concerns addressed are as follows:

A. Carl D. Perkins Vocational and Applied Technology Education Act

- Technical assistance employed to assure compliance with the rules and regulations of the Act.
- Procedures used to implement the terms of the Act.
- Projects funded by the Act.
- Impact of the Act on the improvement of existing vocational programs and quality of service to members of special populations.

B. Job Training Partnership Act

- Performance related to meeting established standards and serving populations having serious barriers to employment.
- Level of performance in FY'94 compared to level of performance in FY'92.
- Impact of the Job Training Reform Amendment on JTPA programs performance.

C. Job Training Partnership/Vocational-Technical Education Coordination and Cooperation.

- Major efforts to comply with statutorial and gubernatorial directives for coordination and cooperation.
- Effectiveness of the various activities used to attain coordination and cooperation.

VOCATIONAL EDUCATION
JOB TRAINING PARTNERSHIP ACT
DELIVERY SYSTEM OVERVIEW

PLANNING REGIONS

The State of Idaho is divided into six planning regions:

Region I in North Idaho encompasses the five counties of the Idaho Panhandle: Benewah, Shoshone, Kootenai, Bonner and Boundary counties. The Panhandle is bordered on the north by Canada, to the west by Washington, to the east by Montana and to the south by Latah and Clearwater counties in Idaho. The population of Region 1 is an estimated 150,766.

The largest city in North Idaho is Coeur d'Alene, with an estimated census population count of 26,611. Coeur d'Alene, Post Falls, Sandpoint and Hayden are considered as the region's growth center for economic development purposes.

The economy of Region I is on a gradual upswing as illustrated by a declining unemployment rate. The primary activities that increased employment were tourism-related occupations, manufacturing and retail sales occupations. While the overall economy of the region is increasing, North Idaho still has the highest unemployment rate of any region in the state.

Region II in North Central Idaho is a five-county area covering approximately 13,000 square miles and has a population of 96,111 people. The region includes the counties of Clearwater, Idaho, Latah, Lewis and Nez Perce and, in addition, the Nez Perce Indian Reservation. It is bordered on the east by Montana and the west by Washington and Oregon. Of the approximately 8.5 million acres in Region II, almost 70% is owned by the federal or state government. The major industries in the region are lumber, wood products (including paper manufacturing), agriculture and government.

This area has the distinction of having the only seaport in Idaho. Lewiston, the major city in the area, has a population of 29,119 and is linked to the Pacific Ocean for barge traffic through a series of locks on the Snake and Columbia Rivers. The major commodity which is transported from the Port of Lewiston is wheat, but barge transportation is available for all types of products. The Potlatch Corporation employs a significant portion of the labor force. In Lewiston, the corporation operates the only paper mill and one of the major sawmills in the state.

The population and labor force in Clearwater, Idaho and Lewis counties continues to decline primarily because of the economic downturn and mechanization in the natural resource-based industries of timber and agriculture.

Region III in southwest Idaho is 22,000 square miles of diverse geography which encompasses Ada, Adams, Boise, Canyon, Elmore, Gem, Owyhee, Payette, Valley, and Washington counties. It is bordered on the west by Oregon and on the south by Nevada. The Snake River flows east-west through the southern half of the region which consists of desert, canyons and extensive agricultural property. Approximately one hundred miles of the

Snake River, including Hell's Canyon, comprise the western boundary, while the Middle Fork of the Salmon River defines a similar distance along the eastern border of Region III. The northernmost portion of the region is made up of a variety of rivers, lakes and mountains. Within the boundaries of the region are a thousand square miles of wilderness and primitive areas.

In addition to having the State Capital, Region III is national headquarters for six major corporations, a hub of transportation, a growing center for high-tech industry and a major center of agriculture. The Boise metropolitan area located in this region is the largest population center in the state at 135,506 people. The population of the region is 436,965

Region IV is located in south central Idaho. The region is comprised of Blaine, Camas, Cassia, Gooding, Jerome, Lincoln, Minidoka and Twin Falls counties and thirty-three cities. The population of Region IV is 149,600. The city of Twin Falls' population is 29,684. The economic base of Region IV includes conventional agriculture as well as aquaculture, food processing and tourism. Food processing plants have given stability to the local labor force and provide employment for a substantial number of people. Approximately 73% of the commercial trout in the U.S. comes from this region. Most of the people live within fifteen miles of the Snake River on farms or in towns of less than four thousand population.

Although predominantly small-town and agricultural in nature, the region has experienced shortages in labor and housing in the past few years, partly as a result of new businesses moving into the area and an increase of population. Should these changes become a trend, the complexion of the region could change.

Region V consists of seven southeastern Idaho counties: Bannock, Bear Lake, Bingham, Caribou, Franklin, Oneida and Power. The area is bordered by Butte, Jefferson and Bonneville counties to the north; Cassia and Blaine counties to the west; Box Elder, Cache and Rich counties of northern Utah to the south and Lincoln county of Wyoming to the east. The population of the region is 147,148.

The economies of Bear Lake, Caribou, Franklin and Oneida counties are predominantly agricultural with strong trade ties to northern Utah. The economies of northwest counties are more diverse but include strong agricultural and food processing components. Bingham County, for instance, is one of the largest potato producers in the world. American Potato Company, Lamb-Weston and Simplot are leading potato product manufacturers and processors in the region. The largest single public employer is Idaho State University. ISU's School of Vocational-Technical Education is the oldest and largest in the state. ISU is located in the city of Pocatello, population 47,914.

Region VI includes nine counties: Bonneville, Butte, Clark, Custer, Fremont, Jefferson, Lemhi, Madison and Teton. These nine counties extend from the central portion of the state to the eastern border. They are bound on the north by Montana and on the east by Wyoming. The terrain varies from flat bottoms, rolling hills and miles of sand dunes to high, rugged mountains. The elevation ranges from about 4,000 feet to over 12,500 feet. The climate is dry. Sparsely populated with approximately 152,444 people, the population is almost split equally between urban and rural residents. The urban residents are concentrated in the corridor between Idaho Falls and St. Anthony. Idaho Falls' population is 48,226.

For over one hundred and fifty years, the economic development of the district has been closely associated with the area's rich and diverse natural reserves. These resources are agriculture, timber, minerals and precious metals. More recently, tourism and recreation have become an important part of the economic base. Downsizing of the major employer in Region VI, Lockheed Idaho Technologies Company--the prime contractor for the Idaho National Engineering Laboratory--is having a major economic impact on the area.

Agriculture and related activities continue to play a major role in the lives of East-Central Idahoans. Agricultural markets in East-Central Idaho show mixed results. A questionable timber supply will have a major impact on the district's timber industry. Mining and mining exploration may not be as vigorous as in the past. The East-Central Idaho Private Industry Council continues to be optimistic about these challenges and opportunities.

[Regional/county population estimates are for July 1, 1994. City population estimates are for July 1, 1992. U.S. Bureau of the Census.]

VOCATIONAL EDUCATION SYSTEM

The vocational education state and federal funds are appropriated through the state legislative process to the State Board for Vocational Education. Full state funding is provided to support the six postsecondary technical colleges. State funding is also provided to supplement the added cost of vocational education programs in the secondary schools and for adult upgrading and retraining courses. Federal funds are directed to serve targeted populations in vocational education settings and to improve the general vocational education system.

Postsecondary vocational programs are offered at:

- Region I - North Idaho College (NIC) is a comprehensive community college located in Coeur d'Alene. Programs offered through the School of Vocational-Technical Education range in length from eight weeks to two years. Adult short-term training programs average 39 hours in length.

- Region II - Lewis-Clark State College (LCSC) is a state-supported institution located in Lewiston. Programs offered through the School of Technology range in length from nine months to two years. Adult short-term training programs average 40 hours in length.

- Region III - Boise State University (BSU) is a state-supported institution located in Boise. Programs offered through the School of Applied Technology range in length from ten weeks to two years. Adult short-term training programs average 46 hours in length.

- Region IV - The College of Southern Idaho (CSI) is a comprehensive community college located in Twin Falls. Programs offered through the School of Vocational - Technical Education range in length from nine months to two years. Adult short-term training programs average 28 hours in length.

- Region V - Idaho State University (ISU) is a state-supported institution located in Pocatello. Programs offered through the School of Applied Technology range in length from nine months to two years. Adult short-term training programs average 37 hours in length.

- Region VI - Eastern Idaho Technical College (EITC) established in 1969, is unique among the institutions in Idaho. It is located in Idaho Falls and is the only institution which operates as a free standing technical college. Programs offered at EITC range in length from nine months to two years. Adult short-term training programs average 23 hours in length.

- Statewide - CAVES is a consortium of the six Idaho postsecondary vocational-technical education institutions and the State Division of Vocational Education governed by representatives from: Boise State University, College of Technology; College of Southern Idaho, School of Vocational-Technical Education; Eastern Idaho Technical College; Idaho State University, School of Vocational-Technical Education; Lewis-Clark State College, School of Vocational-Technical Education; North Idaho College, School of Vocational-Technical Education, and State Division of Vocational Education.

CAVES was established by the Idaho State Division of Vocational Education as a participatory management system to address related training needs through a coordinated effort. CAVES is the statewide network and delivery system designed to function as:

* An organization to obtain funds for the implementation of needed training programs which cannot be funded through existing state vocational funds.

* A network for the identification of training needs and job placement sites on a statewide basis.

* A means to improve utilization of resources available in the postsecondary system and to reduce duplication of effort.

JOB TRAINING PARTNERSHIP ACT (JTPA) SYSTEM

The Idaho Department of Employment is the JTPA administrative entity. The Department is responsible for the Governor's Coordination and Special Services Plan, provides staff support to the Idaho Job Training Council (IJTC) and oversight of the six service delivery areas/district (SDA/D). The Idaho Office on Aging manages the older worker program and the Division of Vocational Education administers the state education coordination and grants. Both of these agencies have financial agreements with the Department of Employment for these programs. Title III programs for dislocated workers are managed on a Request for Proposal/sub-grant basis with the Department of Employment as the administrative agency.

The Office of the Governor takes a leading role in the coordination of JTPA programs with related programs and in focusing employment and training resources on special needs such as the dislocated worker. A special assistant to the Governor is assigned these tasks on a full-time basis.

Six service delivery areas/districts are designated to administer Idaho JTPA programs. The ten southwest counties - Region III planning area - comprise the Southwest Idaho Service Delivery Area (SDA). The remaining 34 counties - planning Regions I, II, IV, V and VI - comprise the Greater Idaho Service Delivery Area which is divided into five service delivery districts (SDD).

An Administrative Services Agreement between the SDA/D and the Department of Employment defines the roles and responsibilities of each part. Generally, the SDA/PIC makes the policy and programmatic decisions concerning JTPA program design, selection of service providers, and the oversight of program operations. The Department of Employment writes and manages their contracts, maintains the participant and financial information reporting systems, disburses funds and monitors the programs.

EVALUATION REPORT METHODOLOGY

This report addresses programs conducted under the Carl D. Perkins Vocational and Applied Technology Act and the Job Training Partnership Act. Data gained from the administering agencies and providers by way of reports, interviews, group conferences and pertinent records are used as evidence of the adequacy and effectiveness of the Acts in achieving their purposes. The information sought to provide the basis for making conclusions about adequacy and effectiveness of programs funded by these Acts includes the following elements.

- Number and type of students/clients served.
- Quantitative measurements of program operation.
- Organizational structures and procedures designed to fulfill program goals.
- Statements about program operation expressed by providers of services, students/clients, persons in the community and administering agencies.

This report addresses data aimed at measuring the services provided by the Carl D. Perkins Act and the Job Training Partnership Act funds and procedures. It does not address the quality, effectiveness and extent of vocational-technical education delivered through a state infrastructure for such education. Idaho's system of vocational-technical education as established by the State Legislature and State Board for Vocational Education serves a vital role in the state workforce and economy. State appropriations fully support the system of postsecondary institutions and provide supplemental resources for the vocational programs in secondary schools and for additional training and retraining programs for adults. This basic vocational-technical infrastructure extends use of federal support funding by providing qualified administration and faculty capable to respond rapidly to industry expansion as well as to economic hardship periods brought about by plant closure and worker layoff. Using this critical investment as a base, federal funds available through the Carl D. Perkins Act, Job Training Partnership Act and other sources are maximized to provide a broad array of vocational training opportunities for special populations that would otherwise not be served.

1. Carl D. Perkins Vocational and Applied Technology Education Act

This reporting period covers the first two full years of operation under this Act following the establishment of its Federal Regulations, the State Plan for Vocational Education FY 1992-1994, and the Measures and Standards for Idaho's Secondary and Postsecondary Vocational Programs. These basic foundations for funding and operating programs under the Act enabled the State Division of Vocational Education and eligible recipients to implement the terms of the Act.

A review of the statistics generated by these two years of operation reveals that participation of secondary school districts and technical colleges in the Act was widespread, program services funded under the Act were progressively related more directly to the Measures and Standards, and interpretation of the terms of the Act as stated in the Federal Regulations became less confusing and more universally understood by both the SDVE and vocational practitioners. It was a dynamic period -- a period of learning, experimentation and change. The following presentations address these observations with the presentation of statistics and analysis.

A. Participation Under the Act

Following is a review of the various kinds of participation under the Act, both at the secondary and postsecondary levels during FY '94, the last year addressed by this report.

1. Title IIC Secondary Education

   * 33 individual schools operated IIC projects.
   * 72 school districts operated projects through 17 consortia.

2. Consortia

   * The average consortium was composed of 4 school districts.
   * The largest consortium was composed of 12 districts.
   * The smallest consortium was composed of 2 districts.

3. Projects

   * 195 projects were operational.
   * 51 projects addressed guidance, dropout prevention & recruitment.
   * 15 projects were designed to serve students with disabilities and special needs.
   * 9 projects focused on integration of academic and vocational skills.
   * 70 projects targeted a variety of activities, ranging from specific skills training, prevocational exploration, curriculum development, articulation, employer-based training, program enhancement and industrial technology.
   * 42 projects which contributed funds to the Tech Prep Initiative are included in the total of 195 projects in operation.

4. Title IIC Postsecondary Education

   * All six technical colleges operated IIC projects.
   * 38 projects were operational.

B. Projects and Allocations for Secondary Schools

Since the initial funding under the Act in FY '92, there has been a consistent movement toward application and funding of projects the results of which can be measured in terms of the established Measures and Standards and which improve existing vocational programs. For example, projects which provide specific skills training and services to increase the competency of special populations students enrolled in IIC programs received almost twice as much funding in FY '94 as in FY '93. Projects providing guidance, on the other hand, received almost a 10% decrease in funding. Perhaps the main reason for this shift in emphasis on project content was an early-on confusion about what the Act sought regarding full participation for special populations.

The Act stated that special populations would be provided "full participation" in projects funded under the Act. This was generally interpreted to mean that the intent of the Act was to enroll as many persons of special populations in Act projects as possible. In fact, as was later realized, the intent of the Act was to ensure that all special population students enrolled in projects funded under the Act would be able to participate fully and successfully in the projects in which they were enrolled. Allowable expenditures to provide such ensurance might include such items as purchase of special equipment, provision of tutorials, hiring of instructional aides, provision of support services or integration of academic and vocational skills. As a result of this more accurate understanding of the meaning of full participation, practitioners sought to improve their vocational programs (the implied and stated central aim of the Act) through projects that utilized the above-mentioned services to serve more fully the special populations enrolled therein.

The following chart of project numbers, titles, and allocations for projects operated in the two years covered by this report and also for projects currently in operation in FY '95 indicate the change noted in the above observations:

Project Chart

Project #	Project Title	Allocations in Thousands FY '93	FY '94	Fy '95
		Specific Skills Training		
A09	Employer Based Training	63.4	70.3	70.0
A11	Specific Skill Training	199.7	388.4	595.74
A13	Industrial Technology	20.4	-0-	-0-
	TOTALS	283.5	458.7	665.71
		Integration		
A10	Applied Academics	34.2	85.3	91.7
A16	Integrated Academics	48.8	28.5	78.8
	TOTALS	83.0	103.8	170.5
		Special Populations		
A14	Employer-based Training	76.1	99.4	135.3
A20	Pre-vocation Remediation	32.2	-0-	-0-
A28	Support Service	-0-	-0-	21.5
A32	Pre-employment Skills	1.7	38.2	-0-
A34	Tutorial Services	-0-	-0-	155.2
A36	Instructional Aides	-0-	22.0	76.1
A40	Special Pop. Coordinator	79.9	80.6	54.9
A41	Basic Skills	97.0	101.8	20.2
A42	Dropout Prevention	-0-	10.4	-0-
A43	Program Enhancement	29.0	214.5	238.4
	TOTALS	385.5	684.4	724.4
		Guidance		
E03	Comprehensive Guidance	657.3	829.5	586.4
E04	Guidance Services	400.3	158.9	180.4
A21	Recruitment-Retention	24.3	-0-	-0-
A37	Recruitment	-0-	15.6	14.7
A15	Pre-vocation Exploration	100.7	28.6	-0-
	TOTALS	1182.6	1032.6	781.5

Between FY '93 and FY '95 the increase in allocations of 234.8% for specific skills training, 205% for establishment of integrated instruction, and 187.95% for services designed especially for the success of special population students coupled with a decrease of 66% for guidance services is evidence of the dramatic swing toward projects designed to improve both existing programs and special population student performance. Arguably, the greatest benefit brought about by the Carl D. Perkins Vocational and Applied Technology Act is the emphasis on the use of its funds to enhance the vocational education programs already provided by the existing vocational education infrastructure. It is an attempt to meld the resources of local, state and federal entities to improve both the quality of vocational education and the services necessary for the special populations enrolled in vocational courses to succeed.

C. Tech Prep

Of the many changes anticipated by implementation of the Carl D. Perkins Vocational and Applied Technology Act in FY '92 perhaps none was viewed with as much enthusiasm as the Tech Prep program. Though many people in the vocational community at that time faced the new Act tentatively, most everyone viewed Tech Prep as an innovation with great potential for success. It became a buzz word in conversations about the Act and vocational education in general, and the mere mention of it elicited expectations and anticipations for improvement in vocational education outcomes. Indeed, the general commitment to the concept of Tech Prep 1992 is reflected in the Tech Prep initiative efforts conducted in FY '93 and '94. Implementation of the program has not been easy, however, and its progress toward full implementation has been painfully slow. The following presentation explores the intent of Tech Prep, the school reforms considered necessary for Tech Prep implementation, the allocations provided for its preparation and operation, the structure for its operation, and the efforts and progress made in the preparation for and operation of Tech Prep programs.

In order to bring secondary and postsecondary vocational education into an articulated position so that secondary vocational students could more easily enter and effectively accomplish the demands of postsecondary vocational programs, a structure first had to be established for program operation. The effort to establish Tech Prep programs in Idaho has been conducted through six consortia, one each for the six regional technical colleges. These six Tech Prep consortia received funds allocated from Perkins Act Title III and from contributions made by IIC projects. The efforts of each consortium toward the implementation of Tech Prep programs were under the leadership of a consortium coordinator. It is through this basic structure that in the fiscal years of 1992, '93 and '94 the following activities were conducted.

The activities leading to and necessary for the approval of Tech Prep programs are referred to in this report as the Tech Prep Initiative. The Tech Prep Initiative promoted activities related to the development and operation of applied academic courses, integration of applied academic courses, integration of applied academics into vocational-technical education programs, articulation of secondary and postsecondary vocational programs, formation of sequential occupational education, establishment of linkage between education and careers, and provision of counselor and teacher training in those activities. In reviewing the efforts expended in these areas of concern, the greatest amount and most specific data noted was related to the integration of applied academics into vocational-technical courses. A discussion of these efforts and their results follows:

- Both Tech Prep consortia and individual school districts provided workshops on integration. Several of these were conducted for instructors who wanted to teach either Applied Mathematics, Communication, Biology/Chemistry, or Principles of Technology. The workshops were conducted by program specialists from the Department of Education and were sanctioned by the State Department of Vocational Education. These workshops fulfilled for the participants the requirement that a teacher who wishes to teach an applied subject must first have workshop training.

- Attendance at the workshops for teachers, counselors and administrators is documented below:

- Applied Math	40
- Applied Biology/Chemistry	26
- Applied English	52
- Principles of Technology	25
- Learning Styles	40
- Curriculum	27
- Applied Academics	27
- School Reform\Curriculum	643

- The annual Vocational Education Summer Conference provided workshops on the concept of integration in mini-sessions for all attendees and in general sessions for program area participants. Both the Tech Prep coordinators and regional vocational coordinators scheduled several hours of discussion on integration in their agendas.

- As an outcome of these activities, one or more of the applied courses are being offered in approximately 85% of the schools in Idaho.

Examples of the impact of services that have been realized in various Tech Prep regions through promotion of the Tech Prep Initiative include the following:

- One region reported that as a result of Tech Prep Initiative in-service and promotion of applied subjects, 46 applied courses were operational with an enrollment of over nine hundred students.

- Applied curriculum materials were distributed to 13 schools in one region.

- One region estimated an enrollment of 1,260 students in four applied subject areas.

- Articulation agreements between secondary schools and technical colleges were formed, and in one region 14 students articulated to the technical college in accordance with the articulation agreement in place.

- In another region, 131 students completed articulated courses in business and office education.

- One region reported 50 separate articulation agreements to be in place.

These positive results tangential to Tech Prep Initiative activity leading to the formation of Tech Prep programs reflect the general enthusiasm for the concept of Tech Prep noted previously. The activities cited above, however, are but part of the process in establishing fully operational and approved Tech Prep programs. These pockets of success have not been accompanied by the approval of as many Tech Prep programs as many had anticipated. At the end of FY'94, 13 Tech Prep programs had successfully completed the approval process and were in operation. These programs had an enrollment of 83 students. There were, however, another 26 Tech Prep

programs in the final stages of the approval process with the expectation of receiving approval in FY'95. Twenty-one other Tech Prep programs were in earlier stages of planning and hoped for approval in FY'95. If all goes as anticipated, approximately 60 Tech Prep programs will be approved and in operation by the beginning of FY'96.

To ensure quality for Tech Prep programs, the State Board of Vocational Education established an approval process that contains specific requirements which demand thorough preparation, professional development, school reform, integration and articulation. In light of the level of professional standards and the complexities involved in establishing a new operational organization, disseminating information about the goals of the program and the regulations governing it, providing the training required for its teachers, and accomplishing the articulation required between the secondary schools and the technical colleges, it seems reasonable to conclude that the Tech Prep Initiative has moved along in a competent manner. This conclusion is further justified by the realization that the amount of funds available for the Tech Prep Initiative was minimal in light of the task defined. The Perkins Act provided $1,282,488 of Title III funds for the Tech Prep Initiative from FY'92 through FY'94. During these same years Title IIC programs contributed another $473,091 to the Initiative. The considerable activities associated with the Initiative were, then, accomplished with only a yearly average of $585,193. Consider, too, that of the yearly $585,193 allocated or contributed to the Initiative, an average of $213,964 was required for the salaries and benefits for the consortium coordinators.

Although there remain many concerns to be faced before Tech Prep programs satisfy the high expectations the education community has for them, a great amount of progress toward that end has been made in the past three years. It will take time and perseverance, not to mention commitment, to accomplish in reality and spirit the level of cooperation between secondary and postsecondary institutions required for significant enrollments and exemplary operation of Tech Prep programs. The experience of the first three years of the Tech Prep Initiative bodes well for its future.

D. Basic Grant Programs

1. Single Parents, Displaced Homemakers and Single Pregnant Women

Services to the members of this special population are provided through a network of centers called "Centers for New Directions." The Centers for New Directions motivate participants in their programs to take action in their lives, adopt a more positive attitude toward work and school, and develop confidence which will enable them to work and become financially self-sufficient. Toward this end, the centers provide intake/orientation; personal, career, and educational counseling; assessment and testing; life skill development; pre-employment and pre-training preparation, and supportive services.

The success of the programs conducted by the Centers is indicated by the outcomes of the participants. In FY'94 a total of 3,015 persons were served by the Centers through Center-sponsored activities and/or counseling services. Of these participants, 1,049 entered the labor market and 863 entered school/training programs. This 64% positive outcome for FY'94 participants was a 10% increase over the results for FY'93 participants.

2. Sex Equity Programs

Nearly 3,000 individuals were served in sex equity programs in FY'94. Five projects at the secondary level served 406 persons while 2,481 were served at the postsecondary level. The nature of the services these individuals received were as follows:

- Enrolled in nontraditional training	283
- Completed nontraditional training	164
- Participated in Women in Technology projects	16
- Participated in GESA Training	31
- Received Equity Newsletter	1,700

Funds targeted for the development of vocational programs, services, and activities which were free of gender bias and stereotyping and which encouraged diversified program enrollments were granted on a competitive basis. Eighteen such grants were awarded in FY'94. The grants provided research activities, information about nontraditional careers, workshops to disseminate information and promotion of enrollment in nontraditional vocational classes. Although the outcomes of the services are difficult to measure in definitive terms, the goal of establishing gender equity for women in the state of Idaho is promoted well by the programs conducted with these federal funds.

3. Criminal Offenders in Corrections Institutions

The State of Idaho has designated the Department of Correction as the correctional agency to use federal funds for vocational/technical training for criminal offenders. In FY'94, federal funds were used to conduct programs at the Idaho State Correctional Institutions, Idaho State Correctional Institution-Orofino, South Idaho Correctional Institution, the women's prison in Pocatello, and the community work centers. The types of training and the enrollment statistics for the programs operated follows:

- One hundred twenty inmates were enrolled in pre-employment training and career development. The programs offering this training included an enrollment and assessment process designed to fulfill the needs unique to incarcerated individuals; related instruction; short-term training and apprenticeship programs including theory, classroom and hands-on instruction, and placement and follow-up activities.

- Fifty-six inmates were enrolled in the Partnerships in Training program. This program was designed to provide apprenticeship training for inmates who worked at jobs within the institutions which provided work skill experience that would be helpful in gaining employment upon the inmates' release. The areas of training included food service, plumbing, electrical maintenance, bakery and maintenance carpentry.

- Thirteen inmates were enrolled in a program providing related instruction in drafting.

- Seventeen inmates received specific skills training in cabinetmaking and carpentry.

The federal funds enhanced the vocational education programs at the Department of Correction which has a great need of funds for addressing the severe educational needs of the inmate population.

4. Students with Disabilities

Federal funds were used to provide supplementary services to students with disabilities enrolled in vocational-technical programs at secondary and postsecondary levels. These supplementary services included adaptive equipment, tutorial aides, remediation and an interpreter. The enrollment of disabled students in vocational-technical courses for FY'94 is documented below.

	Secondary	Post Secondary
Agriculture	302	3
Marketing	19	7
Multi-Occupations	0	-
Cons Homemaking	734	-
Occupational Home	12	-
Home Economics Occ.	-	3
Trade and Technical	234	104
Health	13	7
Business and Office Ed.	314	42
Industrial Technology	51	-
Technical Education	-	51
Pre-vocational Ed	-	2

Supplemental services provided by IIC funds and close coordination between the State Division of Vocational Education, Special Education Division of the Department of Education, Vocational Rehabilitation and community-based organizations helped improve access to and participation for disabled students in vocational-technical education programs.

5. Disadvantaged

Title IIC funds were used to provide supplementary services to disadvantaged students at both the secondary and postsecondary levels. These supplementary services included provision of adaptive equipment, tutorial aides, remediation and an interpreter. The enrollment of disadvantaged students in vocational-technical programs is documented below.

	Secondary	Post Secondary
Agriculture	1,598	15
Marketing	128	74
Multi-Occupations	22	-
Cons Homemaking	4,055	
Occupational Home	120	
Home Economics	-	25
Trade and Technical	1,299	458
Health	125	135
Business and Office Ed.	3,047	288
Industrial Technology	214	-
Technical Education	-	267
Pre-vocational Ed	-	76

The supplementary funds provided by the Title IIC funds contributed to the sizable enrollment of disadvantaged persons in the vocational-technical programs and were helpful in retaining them in those programs.

6. Consumer and Homemaking Education

Consumer and Homemaking programs such as Teen Living and Adult Living provide family support and help students build skills enabling them to deal effectively with individual and family issues. Consumer Homemaking curriculum includes balancing work and family, developing employability skills, exploring career exploration, understanding nutrition and food science, studying parenting and child development, and analyzing resource management including time, energy, housing, clothing, textiles, and personal and family finances. Ecological concerns influencing and influenced by the family are also addressed.

In FY'94 one hundred forty-three programs in Consumer and Homemaking Education were conducted in Idaho serving 15,103 students. A total of $168,544 of federal funds were allocated to conduct these programs.

7. Community-Based Organizations

The Perkins Act under Title III, Part A funded the Idaho Migrant Council, North Idaho Private Industry Council, Southwest Idaho Private Industry Council, and the Northwest Children's Home to work with LEA's during FY'94. The nature of the services provided by each CBO are presented below.

- The At-Risk Hispanic Youth Project conducted by the Idaho Migrant Council provided at-risk Hispanic students and their families increased opportunities to participate in vocational-technical education. Youth Advocates were hired to work with school districts to identify Hispanic youth appropriate for the program. Youth Advocates provided students and their families with outreach, career assessment and counseling services, tutoring, mentoring, job shadowing, work experiences, on-the-job training, tuition support and supportive services.

- The Career Mentoring/Valued Youth Program funded through the Southwest Private Industry Council was a continuation of a program started in 1991 by the Council and the Wilder School District. The program focused on helping Hispanic students stay in school by providing employability skills, job shadowing, on-site work experiences, cross-age tutoring, and summer high school courses. Of these, cross-age tutoring had the most positive and dramatic effect. At-risk high school students found that they could be successful, new teachers and positive role models for the students being tutored. It made these Hispanic high school students proud of their accomplishments and motivated them to become more capable students themselves.

- The Career Monitoring Program funded through the North Idaho Private Industry Council originally started in FY'91. The program established mentoring one-year relationships designed to provide at-risk economically and academically disadvantaged 16-20 year-old students an introduction to the world of work and a realization of the relationship between education and career success.

- The Work Experience Program for At-Risk Females funded through the Northwest Children's Home provided job readiness and life skills training, vocational-technical education classes, and community work experience for at-risk females ages 16-21. The Nampa School District #131 developed a work experience program designed to facilitate and prepare each student for a successful transition from treatment of sexual, physical, emotional and substance abuse to independent living.

E. State Leadership and Professional Development

The State Division of Vocational Education (SDVE) provides the general leadership for the operation and administration of vocational-technical education and administration of vocational-technical education throughout the state. The State Board for Vocational Education has delegated the responsibility for administration of vocational-technical education to the State Division of Vocational Education. SDVE is also the administrative agency for State Occupational Information Coordinating Council, State Career Information System, and Job Training Partnership Act 8% funds. All programs and activities of the technical colleges are coordinated as a state system by the SDVE. The SDVE formulated in FY'94 the State Plan which reflects the intended expenditures of federal funds under the Carl D. Perkins Vocational and Applied Technology Act for FY 1995-1996. In addition to these formal linkages, SDVE also conducts activities which make it a leader in vocational-technical education in spirit.

The following observations address specific leadership activities conducted in FY'93-94 by SDVE in the area of professional development, curriculum development, and research as funded through the Perkins Act.

1. Professional Development

Professional development improves and enhances the quality of vocational-technical education instruction in Idaho through such activities as the annual Vocational Educators' Summer Conference, teacher in-service programs, workshops and special conferences. Vocational-technical teachers, as well as business and industry leaders, attend and benefit from these activities. The activities conducted in FY'93 and '94 follow.

Supported the effort toward school reform by:
*providing teacher workshops and in-services
*hosting a statewide School-to-Work conference
*developing a new Vo-Tech Education Curriculum Frameworks
*promoting Tech Prep initiative
*promoting applied subjects and articulation using a professional advisory council to assess statewide in-service needs
*focusing Summer Conference on workforce development issues

Using the Professional Development Advisory Council several committee projects were completed and consideration of how to support the Idaho Strategic Plan for Vocational-Technical Education on determining the needs of state vocational leaders. Four subcommittees of the Council were active throughout FY'94 and they completed three projects. Following are the projects they addressed:

*Identification of needs related to improvement of professional development.
*Development and distribution of an eight-minute video entitled, "Professional Development Planning."
*Presentation to the State Administrator of the need to provide training for personnel in the six technical colleges for Bulletin Board updating.
*Presentation for the first time of Professional Development awards at Summer Conference.

In an effort to improve and enhance the quality of vocational-technical education throughout the statewide system, the SDVE conducted in-service activities addressing the following:

*Teacher induction. This was addressed because teacher induction has proven to be helpful to beginning and returning vocational teachers as they transition to the classroom and the community.
*Vocational certification issues. This was an important issue because the Vocational Special Needs Endorsement was dropped.
*Discussion groups addressed a variety of concerns relevant to professional development.

2. Curriculum Development

In order to improve vocational education in the area of curriculum the SDVE develops a state guide for each instructional program that is used by local schools to establish training opportunities for students. The guides provide administrators and teachers a basis for program operation. The guides are representative of the entire scope of the occupation and are not level specific. Curriculum guides were prepared for the following programs:

*Business Technology
*LPN Management Instructors Guide
*Assistance with Medication for the Personal Care Provider
*Assistance with Medications for Personnel in Residential Care Facilities
*Speech-Language Pathology Aide
*Speech-Language Pathology Assistant
*Fundamentals of Mechanics

SDVE also addressed curriculum improvement by conducting workshops and in-services. Following are examples of those activities conducted in FY'94.

Idaho participated with Oregon and Washington in a joint Competency-Based Conference which provided 22 topics on curriculum, Tech Prep, school-to-work, school reform and integration strategies.

The Summer Conference provided 350 teachers in-service on the Curriculum Frameworks.

SDVE conducted three regional workshops on V-TECS (Vocational Technical Education Consortium of States) material and one on how to use V-TECS Direct Software. All six technical colleges were provided copies of the software package.

SDVE conducted a three-day workshop on Total Quality Curriculum for teachers.

3. Research

Three research projects were addressed in these two years. The nature of the projects is presented as follows:

- The first project analyzed data from a study completed in 1992 involving the transcripts of 2,275 students and questionnaires submitted by those students and some of their employers. This analysis of information on data following the students' completion of their studies was useful in providing direction for the postsecondary vocational system.

- A second project evaluated the comparability of the CPT (Computerized Placement Test) and ASSET tests.

- The third project attempted to analyze test scores based on the pre-post testing of the student.

SUMMARY

The implementation of the Carl D. Perkins Vocational and Applied Technology Act between June 1, 1992 and June 30, 1994 may be viewed as a transition experience as well as a period of program operation. The observations presented to this point have established the following conclusions:

- Participation of secondary schools and technical colleges in the Act was widespread.
- The intent of the Act to ensure that special population students enrolled in Act programs would be able to participate fully and successfully in the projects in which they are enrolled resulted in the formation and funding of projects designed to improve the quality of existing vocational programs as well as serving more efficiently special populations enrolled therein.
- The Tech Prep Initiative made positive contributions to the vocational community in spite of limited success in the establishment of approved Tech Prep programs. Included in these contributions were the following:

  --Establishing Tech Prep Consortia structure and operation.
  --Developing and operating applied academic courses.
  --Serving substantial numbers of students in the applied academics courses initiated.
  --Developing articulation in both course structure and administrative agreements between secondary institutions and postsecondary technical colleges.
  --Promoting the concept of Tech Prep through workshops and distribution of materials.

  In addition, a substantial number of Tech Prep programs are in the approval process and can reasonably expect approval in the next year.

- The service to members of special populations through basic grant programs produced positive outcomes.
- The provision of services through community-based organizations established a formal linkage between local education agencies and those community organizations which desired and were in a position to help provide services to vocational-technical students.
- The State Division of Vocational Education provided specific leadership and professional development through federal funds.

These observations indicate that this transition period was productive. It does not follow, however, that all experience in the transition period was smooth and productive. In the process of implementing the Act, the following areas of concern were to some degree problematic:

- Some in the vocational community did not accept the new Act and resisted acquiescing to the terms of the Act. This is the result, in part, of a natural resistance to change and, also, to the unwieldy complexity of the Act.

- The necessity of altering the hegemonies enjoyed by education entities in order to implement outcomes sought by the Act was not always realized without conflict.

- The formation of a two-year plan and a yearly update of the plan proved to be a challenge to some practitioners.

- Enforcing the rules and regulations of the Act in the application process and monitoring the operation of the programs funded under the Act placed the SDVE in the negative position of an enforcer or even an adversary, rather than in the preferred and generally perceived role of professional helper and leader.

- The requirements specified by the Act concerning the application process, coupled with the difficulty and sometimes reluctance to understand and conform to the terms of the law, hindered the completion of the application process in a timely and efficient manner.

These items of concern interfered and continue to interfere with the optimum implementation of the Act. They are not taken lightly by the SDVE which is the administrative entity for the Act. The SDVE has provided continued technical assistance to clarify the terms of the law and help practitioners comply with them, but its efforts have been only partially successful and need to be continued during the next operational period. This observation in no way diminishes the exemplary efforts of the vocational community to implement this Act. Also, it does not alter the real and substantive improvements vocational-technical education has realized as a result of the Act. It simply points out that much yet remains to be done before optimum implementation of the terms of the Act is realized.

2. Job Training Partnership Act

A. Performance

The operation of JTPA programs in PY '92 and/or PY '93 produced results which are presented below in terms of service to specified demographic groups having serious barriers to employment, meeting established performance standards and statewide performance in certain operational areas compared to similar statewide performance in PY '91.

(1) DEMOGRAPHIC GROUPS

The Service Delivery Areas plan service levels for socio-economic groups which are deemed to have serious barriers to employment. The following charts present the number of each demographic group served and the percentage of that group that completed training and were placed in employment.

PY '92

	Served	Completed		Placed	
	#	#	%	#	%
(a) *Welfare recipients*	640	451	70.47	282	62.53
(b) *High school dropouts*	818	621	75.92	364	58.62
(c) *8th grade reading*	410	257	62.68	130	50.58
(d) *Individual disability*	636	503	79.09	280	55.67
(e) *Limited English proficiency*	64	52	81.25	38	73.08
(f) *Single parents*	944	503	53.28	341	67.79
(g) *Offenders*	374	131	35.03	92	70.23
(i) *Displaced homemakers*	250	156	62.40	107	68.59
(j) *Dislocated workers*	802	532	66.33	377	70.86
(k) *Veterans*	170	123	72.35	84	68.30
(l) *Pregnant & parenting teens*	281	199	70.82	100	50.25
(m) *Older workers*	204	165	80.88	97	58.79

PY '93

	Served	Completed		Placed	
	#	#	%	#	%
(a) *Welfare recipients*	593	287	48.40	160	55.75
(b) *High school dropouts*	579	310	53.54	172	55.48
(c) *8th grade reading*	313	189	60.38	92	48.68
(d) *Individual disability*	509	285	55.99	160	56.14
(e) *Limited English proficiency*	41	21	51.22	15	71.43
(f) *Single parents*	579	427	73.75	288	67.45
(g) *Offenders*	214	129	60.28	75	58.14
(i) *Displaced homemakers*	237	119	50.21	71	59.67
(j) *Dislocated workers*	568	320	56.34	273	85.31
(k) *Veterans*	109	62	56.88	48	77.42
(l) *Pregnant & parenting teens*	344	170	49.42	94	55.29
(m) *Older workers*	87	58	66.67	35	60.34

(2) PERFORMANCE STANDARDS

Each SDA is required to meet performance standards established by the United States Department of Labor and as adjusted by the Governor based on local economic conditions and consideration of the nature of the caseload to be served. Following are the performance data relative to the performance standards for each year covered by this evaluation report.

GREATER IDAHO SDA PY '92	Actual	Standard	Variance
Youth Termination			
Employment rate	63.36%	39.65%	59.80%
Enhancement rate	35.35%	30.67%	15.26%
Adults-Follow Up			
Employment rate	65.00%	57.75%	12.55%
Weekly earnings	$243.05	$201.34	20.72%
Welfare Follow-Up			
Employment rate	55.00%	45.67%	20.43%
Weekly earnings	$194.43	$200.22	-2.89%

GREATER IDAHO SDA PY '93	Actual	Standard	Variance
Youth Termination			
Employment rate	58.10%	44.90%	29.40%
Enhancement rate	49.70%	29.55%	68.19%
Adults-Follow Up			
Employment rate	65.00%	61.60%	5.52%
Weekly earnings	$252.41	$216.58	16.54%
Welfare Follow-Up			
Employment rate	55.00%	49.36%	11.43%
Weekly earnings	$240.48	$205.40	17.08%

SOUTHWEST IDAHO SDA PY '92	Actual	Standard	Variance
Youth Termination			
Employment rate	53.79%	32.41%	65.97%
Enhancement rate	53.87%	39.57%	36.14%
Adults-Follow Up			
Employment rate	69.00%	58.91%	17.13%
Weekly earnings	$248.60	$218.10	13.98%
Welfare-Follow Up			
Employment rate	57.00%	42.83%	33.08%
Weekly earnings	$222.89	$211.77	5.25%

SOUTHWEST IDAHO SDA PY '93	Actual	Standard	Variance
Youth Termination			
Employment rate	58.30%	48.47%	20.28%
Enhancement rate	60.60%	30.46%	98.95%
Adults-Follow Up			
Employment rate	73.00%	60.93%	19.81%
Weekly earnings	$277.26	$220.43	25.78%
Welfare-Follow Up			
Employment rate	58.00%	45.44%	27.64%
Weekly earnings	$296.59	$226.34	31.08%

Both SDA's exceeded their standards in all but one instance. The Greater Idaho SDA exceeded the set standard in most instances between 10 and 20 percent. This indicates that the SDA was efficient and the standards were set in realistic terms. Only once in each year was the rate of variance from the standard over 50%. The Southwest Idaho SDA generally exceeded the set standards by a greater percentage but not by so much as to cause one to question the appropriateness of the standard. The actual percentage of the SDAs related to the standards reflects not only the appropriateness of the standard but also the efficiency of the SDAs and the variance of the economy in the area the SDA serves during the program year. The statistics presented above indicate the system is in balance related to anticipated results.

(3) PERFORMANCE INDICATORS PY '91 - PY '93

Comparison of program performance as measured in terms of performance indicators established for programs operated in prior years must be viewed in light of changes brought about by the passage of the Job Training Reform Amendment in the fall of 1992. The Amendment established essential elements to be included in JTPA programs. The elements addressed both operational design and training goals. The Amendment specifically targeted the following requirements.

- 65% of the individuals served must have significant barriers to employment as defined by the Act.
- An objective assessment is to be conducted for each participant's skill levels and service needs.
- The assessment is to include a review of basic skills, occupational skills, prior work experience, employability interests, aptitudes and service needs.
- Ongoing review is to be conducted of the progress of each participant in meeting the goals and objectives of the service strategy.
- Basic, occupational, pre-employment and work maturity skill training, and supportive services are to be provided when the assessment and service strategy indicate a need for the same.

The focus of the Amendment is to increase the quality of service to JTPA clients by providing them longer training activities, a greater degree of self-sufficient employment, and a more competitive position in the work force. The Amendment did impact performance indicators of the various Titles funded under the Act. The following data present a comparison of statewide programs operated in PY '91 before the passage of the Amendment and programs operated under the Amendment in PY '93.

OPERATIONS IN PY '91

	Title IIA	*Title III*	*8%*	*3%*
Total expenditures	*$6,292,923*	*$1,427,128*	*$632,543*	*$221,662*
Total served	*3,823*	*893*	*1,530*	*244*
Terminated rate	*71.92*	*64.72*	*63.66*	*79.10*
Entered employment rate	*65.54*	*74.22*	*46.41*	*58.03*
Cost entered emp.	*$3,573*	*$3,327*	*$1,399*	*$1,979*
Cost per trainee	*$1,646*	*$1,598*	*$413*	*$909*
Earnings at emp.	*$5.84*	*$8.33*	*$5.63*	*$6.40*

OPERATIONS IN PY '93

	Title IIA	*Title III*	*8%*	*5%*
Total expenditures	*$5,139,959*	*$1,181,724*	*$484,361*	*$172,185*
Total served	*2,411*	*572*	*372*	*87*
Terminated rate	*55.95*	*56.34*	*73.12*	*66.67*
Entered employment rate	*61.60*	*85.31*	*25.74*	*60.34*
Cost entered emp.	*$6,185*	*$4,329*	*$6,919*	*$4,920*
Cost per trainee	*$2,132*	*$2,081*	*$1,302*	*$1,979*
Earnings at emp.	*$6.48*	*$8.57*	*$7.38*	*$5.65*

The initial variance in performance levels in the comparative years is the amount of funds available for expenditures. The amount of funds distributed for JTPA programs to a state for a given year is linked to that state's rate of unemployment. During the two years under discussion, the unemployment rate for the state of Idaho was one of the lowest in the nation. Consequently, JTPA funding decreased. The decrease for the statewide JTPA program was 19.6 percent. This loss of $1,596,027 is reflected in level of performance in many of the operational areas of all Titles. Although this decrease in funding is but one factor affecting change in performance levels, it is a major and important underlying factor in determining and limiting what JTPA programs accomplished during the reporting period.

Another factor affecting change in performance levels was the Job Training Reform Amendment previously mentioned. The changes it initiated coupled with the changes brought about by the loss of funds are addressed in the following discussion:

- Total number of participants - The total number served by the two Titles with the lion's share of participants, Title II A/C and Title III, decreased by 37 and 36 percent. At least part of the this decrease was to be expected as a result of 18.4 and 17.2 percent drops in funding. Also, and very importantly, the increase in the quality of service mandated by the Amendment required longer training activities and greater selectivity of program participants. Whenever such an increase in the quality of training is sought, classroom training becomes the training component of choice and on-the-job training is eschewed. Classroom training is more expensive per participant than is OJT training and, therefore, can accommodate fewer students. During this period, the number of OJT participants in these Titles decreased from 410 in PY '91 to 70 in PY '93. Taken together, the drop in funding and the increase in quality of service adequately explains the decrease in participants served.

- Rate of termination - The rate of termination for the same two Titles decreased 22 and 13 percent. This means that participants in these programs were not dropping out of training and were involved in training activities having more substantive goals. It also probably reflects the success of greater selectivity of participants and more thorough case management sought by the Amendment. In any event, 448 more PY '93 participants continued training into the next program year than would have been the case if termination rates remained at the PY '91 levels.

- Cost of participant served - The cost of providing services to each participant for these two Titles increased by 29 and 30 percent. Such an increase is understandable in light of previously mentioned decreased funding, decreased enrollment, and increased quality of service.

- Cost of entered employment - In past years, JTPA programs were generally driven to place participants in employment in the most timely manner. OJT was a major training component, classroom training was usually designed to be completed during the program year, "other positive termination" was not a preferred goal, and continuing case management was less intense. This operational and philosophical design resulted in high termination rates for participants. For example, 71.92 percent of participants terminated from Title IIA programs in PY '91 were eligible to enter employment as compared to 55.95 percent in PY '93. This meant, of course, that significantly fewer participants entered employment in PY '93 and the cost for placement rose significantly by 73 percent. Similar and sometimes greater increases in this cost were experienced by other Titles. Since the Amendment shifted the focus of program operation from entering employment to increased quality of training, the comparison of the cost of entering employment in previous years is unfruitful and probably essentially unfair.

- Earnings at employment - Earnings for participants at the end of training and upon entering employment vary from Title to Title. Dislocated workers in training under Title III possess skills and attitudes which lend themselves to further training and ultimate employment. One would expect their wages at the end of training to be greater than those of Title IIA/C trainees who usually possess few skills and need training in

workplace readiness. The above data verify that expectation. One also hopes that wages after training will surpass minimum wage and indicate that training provided the participant with a more competitive position in the work force. The data also suggest that to be the case.

Discussion of the change in performance levels so far has been confined to Title II/AC and III. Comparison of PY '93 to PY '91 performance levels of programs operated under 8% Education and Coordination funds would be inappropriate because the design and implementation of the 8% program changed dramatically with the passage of the Amendment. Formerly the 8% funds were targeted for the preparation and timely placement into employment of persons with serious barriers to employment.

Those programs were, in fact, "entered employment" driven. With the passage of the Amendment, the mission for 8% funds changed. The funds now were to be used to provide school-to-work services, lifelong learning services, and non-traditional employment for women. In the process of providing these services, the intent was also to facilitate coordination between the JTPA and education systems.

The projects funded by the 8% monies in PY '93 did not target entering employment as an immediate goal for the majority of program participants or completers. Rather, goals were geared more to the recruitment of students, preparation for tech-prep programs, continued enrollment in high school courses, and transition to postsecondary vocational programs. The projects were also designed to serve smaller numbers of students than did some of the programs in the past. The enrollment in the various programs in PY '93 ranged from 12 to 70 with the median being 31. In comparison, the enrollment in PY '91 of one 8% program exceeded 800. Finally, many of the persons served were of high school age and some were at-risk youth enrolled in alternative schools. The development of employment skills for participants with the special needs of this age and social group requires programs with a quite different focus than those designed for adults.

In summary, PY '92 and PY '93 were transitional years for JTPA programs. The changes mandated by the Job Training Reform Amendment were implemented in accordance with the intent of the Amendment. Performance results of program operations indicate a true increase in quality of training and a departure from programs designed to provide a quick fix for complex training needs. The trend toward increased quality and decreased reliance on short-term training activities was documented in the 1990-1992 Biennial Report as a decrease in OJT enrollment in all Titles from 1,100 in PY '90 to 414 in PY '91. The Amendment spurred further decline in OJT enrollment to only 70 in PY '93. Although fewer participants were served by JTPA funds in PY '93 partly as a result of this decrease in OJT enrollment and movement toward increased quality, one senses that the resulting substantive training and intense guidance provided JTPA participants will better meet their needs than did prior programs designed to serve greater numbers in less intensive training activities.

B. Coordination with Vocational Education

The Job Training Partnership Act requires coordination between SDA/Ds and Vocational Education. The Governor's Coordination and Special Services Plan establishes criteria to foster an increased understanding among the various partners in Idaho's employment and training system, encourage coordination which enhances services to Idaho citizens, maximize utilization of resources through increased collaboration and coordination, facilitate the flow of clients among the various service systems and eliminate duplication of effort. The Coordination Committee of the Idaho Job Training Council addresses matters of coordination and makes recommendations to the Governor concerning modifications of the Governor's Coordination and Special Services Plan. The SDA/D's and Vocational Education, therefore, have statutory direction, gubernatorial guidance, and gubernatorial advisory council review as incentives to coordinate their activities.

A review of major efforts to comply with these coordination criteria and statutory directives during FY'93 and FY'94 follows. The review addresses efforts in three distinct areas: planning, cooperative agreements and program operations.

- Planning

Substantial amounts of activity designed to coordinate efforts to implement training and vocational-technical education programs through shared planning and information were conducted. Examples of such activity follow:

State Plan -- In accordance with the terms of the Perkins Act, the formation of the State Plan included consultation with the State Council on Vocational Education and public hearings which afforded all segments of the public and interested organizations and groups an opportunity to present their views and make recommendations regarding the Plan. The actions conducted are reviewed below:

State Council on Vocational Education (SCOVE)
The executive director of SCOVE was appointed a member of the Committee of Practitioners in 1993. Through the executive director's membership on the committee, SCOVE was a participant in the Committee's deliberations concerning the work of the SDVE. On January 14, 1994 the first draft of the State Plan was accepted by the Committee of Practitioners with the executive director of SCOVE as a participant. A copy of the first draft of the State Plan was sent to SCOVE members, and the Council approved the Plan on February 14, 1994.

Public Hearings
A series of four public hearings was held to receive comments on the State Plan. Three hearings were coordinated with the Private Industry Councils. The fourth was coordinated with the Idaho Migrant Council. The dates, places and participants of the hearings are presented below:

* February 9, 1994, Coeur d'Alene -- Private Industry Council, Chamber of Commerce, Vocational Rehabilitation and North Idaho College.

* February 10, 1994, Rexburg -- Private Industry Council, Job Service, school districts, private industry, Idaho Migrant Council, Eastern Idaho Technical College.

* February 15, 1994, Boise -- Private Industry Council, school districts, private industry, BSU College of Technology, Bureau of Apprenticeship Training and a local JTPA program.

* February 17, 1994, Nampa -- Idaho Migrant Council, school districts and members of the Hispanic community.

Cross Representation -- Members of SDA/D's serve on vocational advisory committees and members of the vocational education community serve as members of Private Industry Councils. It is at this level of the training and education process that individuals can interact meaningfully. Such interaction provides an understanding of the plans and operations of the other agencies and also provides the opportunity for sharing ideas and expertise. Such cross representation can be a factor in avoiding a duplication of effort between the agencies, but also, perhaps more importantly, it provides the opportunity to create a sense of partnership and to encourage cooperative efforts in other areas of operation.

Interagency Assessment Teams -- In the course of implementing the Job Training Reform Amendments, an interagency team composed of members from the DOE, SDVE, Department of Health and Welfare, State Department of Education and the Idaho Office on Aging was created to develop an integrated and coordinated assessment system. The team identified common employability skills necessary for success in the labor market, common assessment tools and practices, a flow of customer information to be shared between agencies and customer services and information provided by each agency and how this information might be used to streamline the system for the customers. The team also trained practitioners within each agency on case management and assessment. The team is currently developing an evaluation tool to determine the effectiveness of assessment between agencies, identify training skills necessary to provide assessment services and develop a training strategy for implementation within each agency.

- Cooperative Agreements

Cooperative agreements have been used in the past as a vehicle to promote coordination and collaboration between SDA/D's and Vocational Education and continued to be used in this reporting period. Two examples follow:

* State Division of Vocational Education, Regional SDA/D's and Postsecondary Technical Colleges. Cooperative agreements for vocational education program planning between the State Division of Vocational Education, each regional postsecondary technical college, and each regional SDA/D address coordination activities through such activities as the following:

  -- Program enrollment reports for secondary, postsecondary and adult programs.
  -- Reports on proposed secondary vocational program activities.
  -- Reports on proposals, applications and/or approved programs to receive federal funding.
  -- Oral and written presentations on postsecondary vocational programs operating with a given year.

  These agreements establish the structure and state the activities through which coordination can be accomplished.

* Job Opportunities and Basic Skills (JOBS) Cooperative Agreement. The Family Support Act of 1988 allows the State Department of Health and Welfare (DHW) to arrange for state and local agencies or other public or private organizations to provide JOBS programs and services. A coordination agreement between the DHW and the Idaho State Division of Vocational Education establishes the basis for coordination of services and delivery systems between the DHW and the post-secondary vocational-technical education system regarding JOBS program clients. It also defines the respective responsibilities of the DHW and its regional offices and the State Division of Vocational Education and the postsecondary vocational education delivery system.

- Program Operations

The ultimate activity in establishing cooperation and coordination between the Job Training partnership Act and Vocational Education is the operation of programs to educate and/or train individuals in vocational-technical fields and/or prepare them for or place them in employment through provision of funds, staff, or facilities by cooperative efforts of JTPA and Vocational Education agencies. Examples of such activities conducted in the reporting period are presented below:

* Postsecondary Education. One method of accessing JTPA Title IIA/C funds for providing educational services for JTPA eligible students is through the RFP process. During FY'94 only two such programs were operated under this arrangement. The explanation for the minimal selection of this method for coordination is addressed in the summary of this section.

The preferred method to access Title IIA/C funds for providing postsecondary vocational-technical education is through a process known as second tier contracting. Under this process, Job Service identifies JTPA eligible individuals desiring postsecondary vocational-technical education and refers them to the postsecondary colleges. Upon the individual's acceptance by the college, Job Service contracts with the college to provide educational-technical services to these individuals through Title IIA/C funds. Job Service provides these clients with the administrative services required by the Act. This includes data collection, reporting and financial management, assessment, and ongoing case management. Both agencies, therefore, employ their strengths to serve clients with federal funds, and, in the process, enhance the effectiveness of the vocational-technical education provided by the State of Idaho vocational-technical education infrastructure. All the technical colleges utilized the second tier contract to serve JTPA clients in FY'94.

* JTPA 8% Education and Coordination Fund Programs. In accordance with the plan approved in 1993 regarding the use of 8% funds, members of the Consortium of Postsecondary Vocational-Technical Education Institutions (CAVES) proposed and were granted projects to provide school-to-work transition services, literacy and lifelong learning opportunities, and statewide coordinated approaches to education and training services. The activities of these programs were planned with and are operated in cooperation with Private Industry Councils and their service providers, secondary schools, Job Service offices, business and industry, Adult Learning Centers and other local or community-based organizations where appropriate. A brief description of the programs operated under 8% funds in FY'94 and the coordination and cooperation inherent in their planning and implementation follows:

School-to-Work Projects

Boise State University's College of Technology, in cooperation with the Nampa Alternative High School and Nampa School District, and in coordination with SW Idaho Private Industry Council combined school district general funds, Perkins IIC funds and JTPA 8% funds to implement a Tech Prep model for alternative high school students which include school-to-work components to address the needs of alternative school students in Nampa.

College of Southern Idaho cooperated with Job Service, the Northside Alternative High School (Jerome), the Magic Valley Alternative High School (Twin Falls), and other area high schools to combine school district general funds, Perkins IIC funds, and JTPA IIC and 8% funds to provide a full range of credits leading to a regular high school diploma, applied academic classes and relevant work skills for the world of work or for transition to a postsecondary school.

Eastern Idaho Technical College, the Rexburg Job Service and the Madison School District combined JTPA IIC, JTPA 8% and local school district funds to enroll students at risk of dropping out of school or who had previously dropped out and provided them counseling and guidance to enter vocational programs, vocational programs with applied academic programs and pre-employment/work maturity skills training.

Lewis-Clark State College in cooperation with Job Service and area high schools assisted JTPA students to complete high school; delivered classroom instruction in employment readiness, citizenship skills, workplace basics and career exploration; provided liaison services between JTPA students and local employers and assisted in obtaining employment, and provided other guidance and counseling services.

Idaho State University School of Applied Technology, Pocatello School District #25 and Pocatello Job Service offered services to students enrolled at the Teen Parent Program at the Roosevelt Center of the Pocatello School District. Services provided included the opportunity to explore at least five occupational careers; to develop job acquisition and maintenance skills; to earn postsecondary credits for academic skills development classes and to become familiar with the ISU campus and registration process.

Literacy and Lifelong Learning/Workplace Basics

College of Southern Idaho, the Twin Falls Job Service Office and Region IV Private Industry Council designed a workplace basic skills project which provided basic skills instruction tied specifically to the student's vocational major to enhance his/her knowledge and skills for increased employment and earnings.

Eastern Idaho Technical College designed a workplace basic skills project which enhanced the ability of program participants to be successful in postsecondary vocational education, OJT, or other employment or training activity.

Lewis-Clark State College School of Technology and the Region II Job Service offices provided on-site basic skills instruction including workplace basics and applied academics to enrolled JTPA participants at selected sites; a comprehensive, individualized and relevant curriculum based on each participant's individual service strategy, and monitoring of student progress and reporting such progress to the appropriate Job Service office.

Idaho State University operated a program providing classroom training and tutoring for JTPA enrollees to help participants receive a GED, increase skills, and/or with the help of tutoring enroll in vocational-technical programs at ISU.

SUMMARY

Considerable efforts have been made by the vocational-technical education and JTPA communities to coordinate their respective programs and to cooperate in fact as well as in spirit regarding the operation of the programs. The effectiveness of these efforts is open to interpretation. Some in the field even question the practicality of seeking coordination and/or cooperation between two laws and agencies which have a considerable degree of differing regulations, loyalties, defined areas of operations and goals. Despite these concerns, activities aimed at meeting statutory and gubernatorial directives to coordinate and cooperate have been implemented and have influenced the way these two communities relate to each other. The following analysis of the activities conducted in the effort to establish coordination and cooperation addresses the demonstrated effectiveness of the activities and the frustrations inherent in their goal.

It is in the area of planning that one finds an almost universal acceptance and sometime enthusiasm for cooperation and coordination. The planning process does, in fact, bring together members of both communities for non-threatening, task-oriented purposes. Participants in the process sharpen their awareness of the education/planning/ employment fields, gain a sense of ownership in programs of other agencies and provide input in the system. The process develops positive interpersonal relationships which are essential for the conduct of interagency cooperation and coordination.

Cooperative agreements are generally viewed as a less effective vehicle in seeking coordination and cooperation. This is not to say that these agreements were viewed as unworthy or as not having the potential for positive results. The agreements, however, did not generate the same sense of community that the activities related to planning did and, in the minds of some, in certain instances were ineffective both in design and operation.

The second tier contracting between Job Service and Postsecondary Technical Colleges has been strikingly successful and represents the best in coordination of funds, facilities and staff. The coordination achieved in the operation of 8% Education and Coordination programs also deserves particular praise.

It is unfortunate that JTPA Title IIA/C funds cannot be more fully accessed by the Postsecondary Technical Colleges through subgrant agreements. In FY'94 only two such subgrants were funded, both at the College of Southern Idaho. The deterrents to subgrant agreements are inherent in the terms of the Job Training Partnership Act itself. Most important in this regard are:

--JTPA regulations concerning the determination of participant eligibility,data collection, reporting and financial management, assessment and ongoing case management. These JTPA functions can be met only by establishing separate, specialized procedures and allocating considerable personnel resources. As a consequence, few subgrants are sought by postsecondary technical colleges.

Because of these concerns, coordination of JTPA funds and postsecondary vocational-technical education program operations seem to be best accomplished through the technique of the second tier contract.

In conclusion, the communities responsible for the education, training and employment of their citizens are aware of the programs and efforts of each other. They share concern for providing the business community well-prepared workers and are committed to the betterment of their student/trainees. By and large, they cooperate when they can and they coordinate their efforts when it is feasible.

Findings

1. Participation of secondary schools and postsecondary technical colleges in the Carl D. Perkins Vocational and Applied Technology Education Act was widespread and productive.

2. Projects funded by the Carl D. Perkins Vocational and Applied Technology Education Act were designed to improve the quality of existing vocational programs as well as to serve more efficiently the special populations enrolled therein.

3. Tech Prep Initiative activities resulted in the establishment and operation of tech prep consortia, development and operation of applied academic courses, development of articulation in course structure and administrative agreements between secondary schools and postsecondary technical colleges and promotion of the tech prep concept through workshops and distribution of materials.

4. Special populations continued to receive services through basic grant programs.

5. Provision of services through community-based organizations established a formal linkage between local education agencies and community organizations which were interested in and were in a position to help provide services to vocational-technical students.

6. The terms of the Job Training Reform Amendment were aggressively and effectively implemented.

7. Performance results of JTPA programs indicated a trend toward increased quality through longer term training and a greater reliance on classroom training as the training component of choice.

8. A decrease in funds allocated for JTPA programs resulted in fewer persons served and was a factor in the increased cost of placing participants in employment.

9. The JTPA 8% Education and Coordination programs were revised to provide school-to-work services, lifelong learning services, non-traditional employment for women and to facilitate coordination between JTPA and education systems.

10. Coordination and cooperation efforts related to the Acts were best accomplished through planning activities and cross representation on committees and boards.

11. The most effective process of accessing JTPA Title IIA/C funds for JTPA eligible postsecondary vocational-technical students was second tier contracting.

12. Cooperative agreements, though formed and activated, were generally viewed as the least effective method of achieving coordination and cooperation.

13. Subgrant agreements were not an effective process in accessing JTPA Title IIA/C funds for postsecondary education of JTPA eligible vocational-technical students.

14. The statutory and gubernatorial directives to coordinate and cooperate have been addressed and reasonably met.

Recommendations

1. The State Division of Vocational Education maintain its technical assistance efforts related to the clarification and implementation of the terms of the Carl D. Perkins Vocational and Applied Technology Education Act.

2. The State Division of Vocational Education build on its accomplishments in reviewing and approving applications for projects, monitoring the operation of projects and enforcing compliance to the terms of the Carl D. Perkins Vocational and Applied Technology Education Act to effect a non-adversarial climate between the agency and the practitioners.

3. The State Division of Vocational Education be a proactive leader in promoting articulations between secondary and postsecondary vocational education communities and implementation of school reforms necessary for optimum establishment and operation of tech prep programs.

4. JTPA Title IIA/C funds continue to provide postsecondary education to JTPA eligible students through second tier contracting.

5. Members of the JTPA and vocational education communities continue to serve on the committees and councils of each other to facilitate coordination between the Carl D. Perkins Vocational and Applied Technology Education Act and the Job Training Partnership Act.

6. Members of the education, training and employment communities continue to use the planning process to sharpen their awareness of each others' programs, gain a cooperative sense of ownership in the tasks each faces and provide the variety of input needed to enrich the planning process.

7. The JTPA community continue to implement the terms of the Job Training Reform Amendment to increase the quality of service to JTPA clients by providing them longer term training activities, a greater degree of self-sufficient employment and a more competitive position in the work force.

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